

Message Text

SECRET

PAGE 01 NATO 05084 01 OF 02 101650Z
ACTION ACDA-10

INFO OCT-01 EUR-12 ISO-00 ACDE-00 SSO-00 NSCE-00
INRE-00 USIE-00 ERDA-05 CIAE-00 H-01 INR-07 IO-13
L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-04 PRS-01
SP-02 SS-15 TRSE-00 NSC-05 /083 W
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O 101630Z JUN 77
FM USMISSION NATO
TO SECSTATE WASHDC IMMEDIATE 4127
SECDEF WASHDC IMMEDIATE
INFO AMEMBASSY BONN IMMEDIATE
USDEL MBFR VIENNA IMMEDIATE
AMEMBASSY LONDON
USNMR SHAPE BE
USCINCEUR VAIHINGEN GER

S E C R E T SECTION 01 OF 02 NATO 05084

E.O.11652: GDS
TAGS: PARM, NATO
SUBJECT: MBFR: PROPOSAL ON UNIT DISAGGREGATION

REF: (A) USNATO 5013 (DTG 091843Z JUN 77),
(B) MBFR VIENNA 287 (DTG 071101Z JUN 77)
1. FRG DELEGATION OFFICER CITRON HAS DESCRIBED TO US A "COMPROMISE" WHICH INTERNATIONAL STAFF (IS) DISARMAMENT CHIEF (PABSCH - FRG) HAD SUGGESTED TO HIM AFTER THE LAST SPC MEETING, AND WHICH HE WAS REPORTING TO BONN. THE FRG PROPOSAL ON UNIT DISAGGREGATION WOULD BE MODIFIED IN THE FOLLOWING MANNER. US AND SOVIET PERSONNEL WOULD BE REMOVED FROM THE CATEGORY "OTHER PERSONNEL" NOT INCLUDED IN MAJOR UNITS, AND WOULD BE LISTED SEPARATELY BY NATIONALITY, SO THAT "OTHER PERSONNEL" WOULD THEN INCLUDE ONLY NON-US, AND NSWP PERSONNEL. THE NEW "OTHER NON-US PERSONNEL" AND "OTHER NSWP PERSONNEL" CATEGORIES WOULD THEN BE SUBDIVIDED NOT BY NATIONALITY BUT BY COUNTRY OF LOCATION.

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SECRET

PAGE 02 NATO 05084 01 OF 02 101650Z

THIS WOULD ELIMINATE THE MILITARY-TECHNICAL OBJECTIONS TO THE FRG PROPOSAL, SINCE SUBDIVISION OF THE "OTHER NSWP PERSONNEL" FIGURE BY COUNTRY OF LOCATION WOULD YIELD THE NATIONAL FIGURES FOR POLES, CZECHS AND EAST GERMANS IN THIS CATEGORY. THE PABSCH PROPOSAL WOULD THUS ADD MORE SCOPE FOR PROBING THE SOURCE OF DISCREPANCY BETWEEN EASTERN TABLED DATA AND OUR ESTIMATE OF IT.

2. MISSION OFFICER POINTED OUT TO CITRON THAT THE PABSCH PROPOSAL WOULD HAVE SIMILAR PROBLEMS OF NEGOTIABILITY AS THE CURRENT FRG PROPOSAL. THE PABSCH IDEA WOULD CONSTITUTE A COMPLEX PROPOSAL, CALLING FOR NATIONAL DATA ON SOME FORCES AND LOCATIONAL DATA ON OTHER FORCES, OBVIOUSLY CONTRIVED TO OBTAIN ALL THE EASTERN NATIONAL SUB-TOTALS, WHILE WITHHOLDING WESTERN NATIONAL SUB-TOTALS, EXCEPT FOR THE US.

3. COMMENT: IF THE FRG SHOULD WISH TO RESIST THE CONSENSUS AMONG THE OTHER ALLIES, ONE LOGICAL NEXT STEP FOR THE FRG WOULD BE TO PROPOSE AN ALTERNATIVE BREAKDOWN OF "OTHER PERSONNEL", EITHER DIVIDING IT SIMPLY INTO US/NON-US AND SOVIET/NSWP, OR FURTHER DIVIDING NON-US AND NSWP INTO COUNTRY OF LOCATION AS UNDER THE PABSCH IDEA.

4. A SUBDIVISION OF "OTHER PERSONNEL" SIMPLY INTO US/NON-US AND SOVIET/NSWP WOULD LIKELY STILL LEAVE THE FRG PROPOSAL UNACCEPTABLE TO THE EAST. THE FRG PROPOSAL WITH THIS MODIFICATION WOULD IN EFFECT ONLY YIELD THE US AND SOVIET NATIONAL SUB-TOTALS, A PROPOSAL THE EAST HAS ALREADY REJECTED, WHILE ADDING A REQUEST FOR SIGNIFICANT ADDITIONAL EASTERN MILITARY DATA. IN ADDITION, EVEN IF THE EAST ACCEPTED TO PROCEED ON THIS BASIS, A SUBDIVISION OF "OTHER PERSONNEL" INTO US/NON-US AND SOVIET/NSWP WOULD PROBABLY IMPROVE ONLY TO A LIMITED EXTENT THE FRG PROPOSAL'S CAPACITY FOR UNCOVERING THE DISCREPANCY BETWEEN EASTERN TABLED DATA AND ALLIED ESTIMATES OF THAT DATA. MC REP HAS
SECRET

SECRET

PAGE 03 NATO 05084 01 OF 02 101650Z

ALREADY POINTED OUT IN SPC THE REASON WHY THIS IS SO; I.E., THE STRONG POSSIBILITY THAT THE BULK OF THE DISCREPANCY IS IN NSWP MANPOWER, IN REAR ECHELON COMPONENTS, WHICH WOULD BE INCLUDED IN THE "OTHER PERSONNEL" CATEGORY, CAUSING A NEED TO BREAK DOWN OTHER NSWP PERSONNEL BY EACH NATIONALITY (PARA 11, REF A).

5. FURTHER DIVIDING NON-US AND NSWP "OTHER PERSONNEL" INTO COUNTRY OF LOCATION, AS UNDER THE PABSCH IDEA, WOULD YIELD NATIONAL SUB-TOTALS OF ALL THE EASTERN DIRECT PARTICIPANTS, THE USSR, GDR, POLAND AND CZECHOSLOVAKIA. HOWEVER, IN RETURN THE EAST WOULD ONLY BE ABLE TO CALCULATE THE NATIONAL SUB-TOTALS OF THE US AND LUXEMBOURG. THUS, THE PABSCH IDEA WOULD APPEAR EVEN LESS NEGOTIABLE THAN EITHER THE CURRENT FRG PROPOSAL, OR THE CURRENT FRG PROPOSAL MODIFIED BY SIMPLY DIVIDING "OTHER PERSONNEL" INTO US/NON-US AND USSR/NSWP. HOWEVER, IN ADDITION, THE WEST IN EFFECT WOULD ACKNOWLEDGE UNDER THIS APPROACH ITS NEED FOR ALL THE EASTERN NATIONAL SUB-TOTALS, WHILE AT THE SAME

TIME REFUSING THE EAST THE ABILITY TO CALCULATE WESTERN NATIONAL SUB-TOTALS. IT SEEMS TO US THAT THIS ASKOWLEDGMENT COULD PUT THE WEST IN A WORSE PUBLIC AND NEGOTIATING POSITION THAN EITHER THE PRESENT STALEMATE, OR THE CURRENT FRG PROPOSAL.

6. THE PABSCHE PROPOSAL, IF MADE TO THE EAST, WOULD MORE THAN ANY OF THE ALTERNATIVES, CONCENTRATE THE ATTENTION OF THE EAST AND PERHAPS THE PUBLIC ON WESTERN INABILITY TO TABLE NATIONAL SUB-TOTALS. THE QUESTION ARISES AS TO WHETHER THIS SITUATION WOULD IMPROVE THE CHANCES OF FINAL FRG

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PAGE 01 NATO 05084 02 OF 02 101647Z
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S E C R E T SECTION 02 OF 02 NATO 05084

AGREEMENT TO TABLE WESTERN NATIONAL SUB-TOTALS. WE WOULD TEND TO AGREE WITH VIENNA THAT ONCE THE TABLING OF NATIONAL SUB-TOTALS HAD BECOME THE FOCUS OF CONTROVERSY AND ATTRACTED POLITICAL ATTENTION IN THE FRG, IT WOULD BE DIFFICULT TO BRING THE FRG TO CHANGE ITS POSITION (PARA 17, REF B).

7. OUR CONCLUSION IS THAT THE US SHOULD CONTINUE IN SEEKING TO BREAK DOWN ALL "OTHER PERSONNEL" ON BOTH SIDES

BY NATIONALITY, RATHER THAN ACCEPTING SOME ALTERNATIVE
BREAKDOWN OF "OTHER PERSONNEL".

7. WE WOULD APPRECIATE WASHINGTON COMMENTS. STREATROR

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